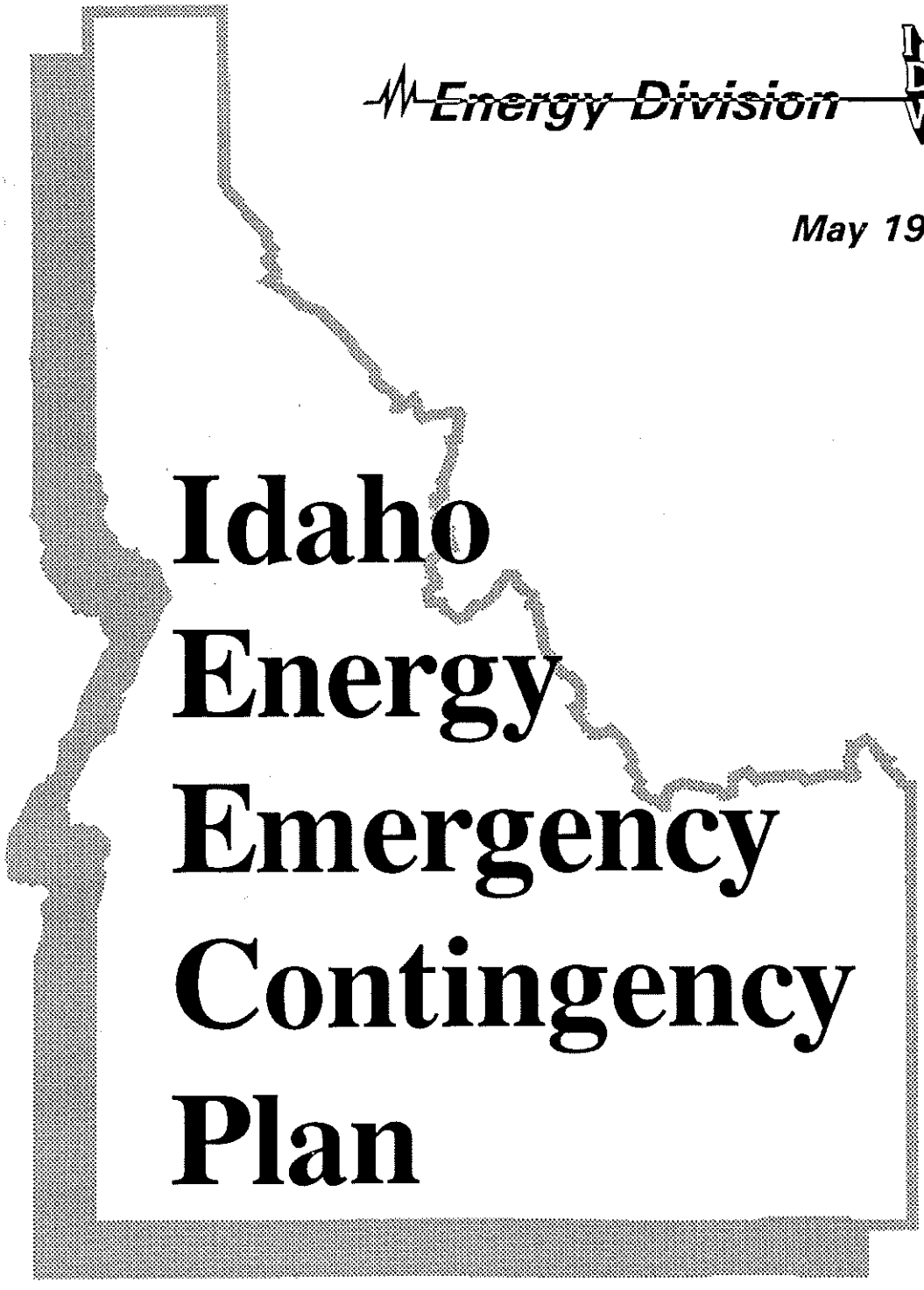

Energy Division

IDWR

May 1992

Idaho Energy Emergency Contingency Plan

Assuring Health, Safety, Welfare and Commerce during an Energy Supply Interruption

IDAHO ENERGY EMERGENCY

CONTINGENCY PLAN

ANNEX AA

to

IDAHO EMERGENCY PLAN

Part II - Natural and Man-Made Disasters

Prepared by

Idaho Department of Water Resources

Energy Division

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Energy Emergency Preparedness Coordinator
Energy Division
Idaho Department of Water Resources
April 16, 1992

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COMMON ACRONYMS

The following is a list of acronyms commonly found throughout the Idaho Energy Emergency Contingency Plan.

BPA	Bonneville Power Administration
WSCC	Western Systems Coordinating Council
NWPP	Northwest Power Pool
NWPPC	Northwest Power Planning Council
IPUC	Idaho Public Utilities Commission
IDWR	Idaho Department of Water Resources
PADD	Petroleum Administration for Defense District
SPR	Strategic Petroleum Reserve
DOE	U.S. Department of Energy
IDOA	Idaho Department of Agriculture
IDOA-PW	Idaho Department of Administration-Public Works Division
IDOE	Idaho Department of Employment
IDLE	Idaho Department of Law Enforcement
IDRT	Idaho Department of Revenue and Taxation
IDOM-BDS	Idaho Division of Military - Bureau of Disaster Services
ITD	Idaho Transportation Department
IPC	Idaho Petroleum Council
IDOC	Idaho Department of Commerce
IDHW	Idaho Department of Health and Welfare
SBOE	State Board of Education
EOC	Emergency Operations Center

Executive Summary

The people of Idaho are highly dependent upon energy resources for their health, safety and well-being. A serious energy shortfall could bring substantial injury to the state's business and industry and to the personal welfare of its citizens.

This report presents Idaho's Energy Emergency Contingency Plan (hereafter referred to as the Plan). The Plan was prepared to provide a systematic framework for managing energy emergencies and for preventing shortfalls from escalating to crisis situations whenever possible. It is recognized that energy producers and suppliers may have plans of their own which will be used in emergency situations not contemplated in this plan. As an example should a petroleum delivery or gas pipeline or electrical transmission line break, immediate action would be taken by the proper authority rather than waiting for a declaration of an energy emergency by the Governor. The Plan is therefore intended to be complementary to such plans and actions as well as local government plans and other state and federal agency plans and programs associated with disasters or emergency situations.

During an emergency situation government has the basic responsibility for protecting the health, safety and welfare of the citizenry. This plan is considered as the energy emergency annex (Annex AA) to the State of Idaho's Emergency Plan Part II for Natural and Man-made Disasters, prepared by the Bureau of Disaster Services (BDS).

The Idaho Energy Emergency Contingency Plan is divided into seven sections:

I. Introduction;

II. Statutory Basis;

III. Energy Shortage Management: Organization and Responsibilities;

IV. Concept of the Energy Emergency Contingency Plan;

V. Communication and Public Information;

VI. Emergency Reduction in Energy Demand; and

VII. Petroleum Fuels Set-Aside Program.

The purpose of the Plan is to provide guidelines for timely and coordinated notification to state and local government agencies, businesses, institutions, the media and the residents in the event of energy

deficiencies of mid- or long-run duration, or total cut-off and to define appropriate voluntary and/or mandatory actions to be taken by the consumers, businesses, local governments, and state governments in such an event.

The Energy Emergency Contingency Plan is divided into the following four phases for responding to any petroleum energy shortfall.

I. Verification Phase;

II. Pre-Emergency Phase;

III. Emergency Phase; and

IV. Post-Emergency Phase.

Energy planning, policy development and coordination functions for non-regulated energy suppliers in the State of Idaho are placed within the Idaho Department of Water Resources by the Executive Order No. 88-2, published June 4, 1988. IDWR has the authority to direct the implementation of petroleum conservation and contingency plans and or measures. The Idaho Public Utilities Commission (IPUC) has been provided the authority to plan for and direct the curtailment of electric and natural gas consumption during shortfall or emergency situations. At the first indication there may be an energy shortage, data gathering on energy supplies will be intensified by IDWR and/or IPUC, and a process of informal consultation and negotiation will attempt to avert a more serious shortfall.

Figure 1 presents Idaho's Energy Emergency Organizational Structure. This structure utilizes and relies upon the states' response mechanism established by BDS for responding to all types of emergency situations. The Plan provides for both voluntary and mandatory energy savings activities to be implemented by state and local governments, consumers, agriculture, industry and business. IDWR, in response to the Governor's orders and in close cooperation with a core of State of Idaho agencies and utilities, will help select and direct appropriate energy curtailment policies during a non-regulated energy emergency. Such policies may consist of a series of recommendations for implementing voluntary energy saving activities on the part of consumers, agriculture, industry and business in the initial phases of an energy shortfall. Energy emergencies may also require mandatory energy saving regulations as directed by the Governor or as outlined in the emergency curtailment plans for electric and gas utilities as approved by the IPUC.

In the case of a natural gas or electrical emergency the IPUC will direct contingency plan response in close consultation with the affected utility or utilities.

The Plan is not a guide to long-term energy self-sufficiency, although some of the measures expected to be implemented in the event of an energy shortfall or emergency could be considered as viable components of the state's long-term energy conservation plan.

I. INTRODUCTION

Idaho is a large state containing 82,677 square miles of sparsely populated and geographically diverse lands. The 1,039,000 inhabitants totally rely on out-of-state petroleum, natural gas and coal supplies to meet many of their energy needs. The economic viability of Idaho's major industries (agriculture, timber, mining and tourism) depends heavily on sufficient and readily available supplies. Although energy demand in Idaho is sensitive to a growing national recognition of the need to conserve and use all resources more efficiently, the State is characterized by several key factors that will tend to increase supply needs.

Over the last 10 years, Idaho population has grown 6.6%. Furthermore, if historical trends in the make-up of the State's resource-based economy and population distribution patterns continue, the demand for more energy is all too probable.

The Plan outlines the steps that may be taken by the State if an energy shortfall or emergency declaration occurs. The steps are designed to reduce the adverse impacts of a shortage on Idaho's economy and its citizens' health and welfare. The emergency phase level of the Plan is tied directly to the States' Emergency Disaster Plan Part II as Annex AA and therefore provides a support component addressing energy-related issues under a natural or man-caused disaster declaration.

1.1 Energy Use

A review of the available data on Idaho energy consumption characteristics reveals that in 1989, Idahoans consumed approximately 226.5 trillion BTU's from four energy sources. Electricity and petroleum products were the two principal energy resources utilized (Figure 2).

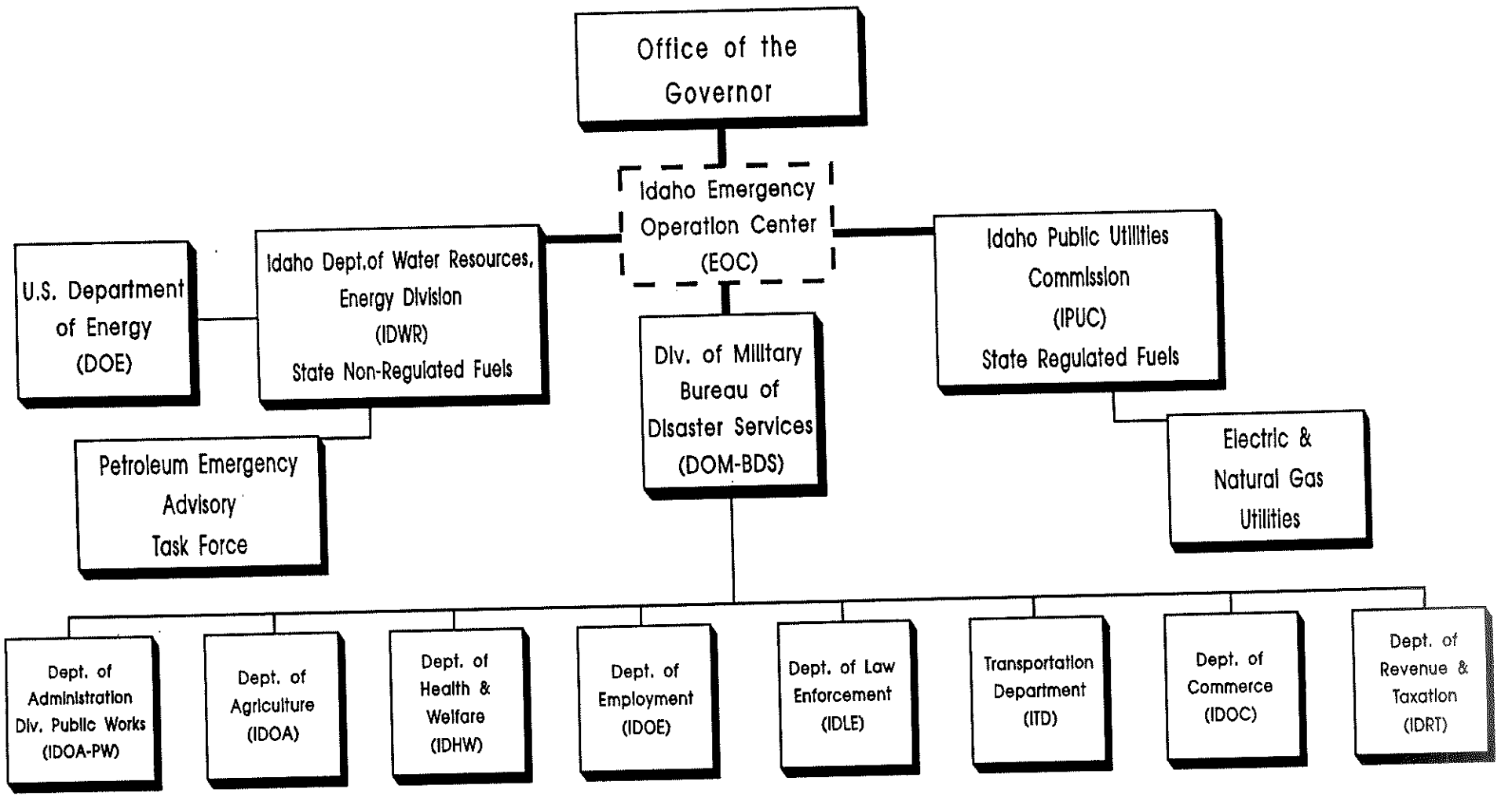
Consumption of petroleum-based products accounted for approximately 54% of the State's total overall energy consumption in 1989 compared to 55% in 1979. Both motor gasoline and distillate fuel oil (of prime Idaho importance in heating and agriculture use) accounted for over 89% of petroleum consumption in 1989, up only slightly from 1979 consumption.

Two other energy sources used with increasing frequency in Idaho are natural gas and electricity. Natural gas is primarily supplied to the state through pipelines from Canada, Montana and Utah. Electricity is

Figure 1

IDAHO

Energy Emergency Organization Structure



This chart depicts the "core" of key state agencies and support task forces which would be involved in an energy emergency. The private sector is not depicted on the chart because of the many players involved (industry, community groups, etc.). However, the private sector will play a major role in an emergency, communicating with both state and local agencies as appropriate to the emergency. Initially, the utilities and /or industry will work to resolve a crisis with minimum government intervention. The state agency organization chart will be of use when increased government involvement is required.

Figure 2

Idaho Energy Consumption by Resource Type 1989

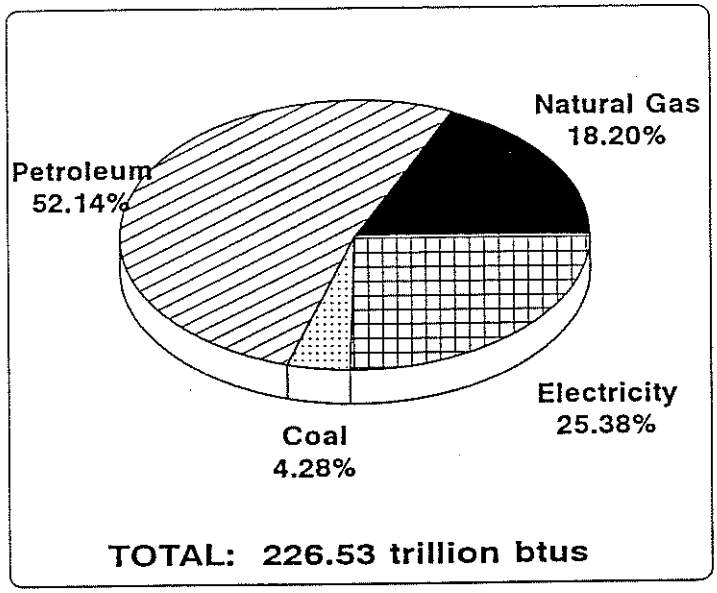
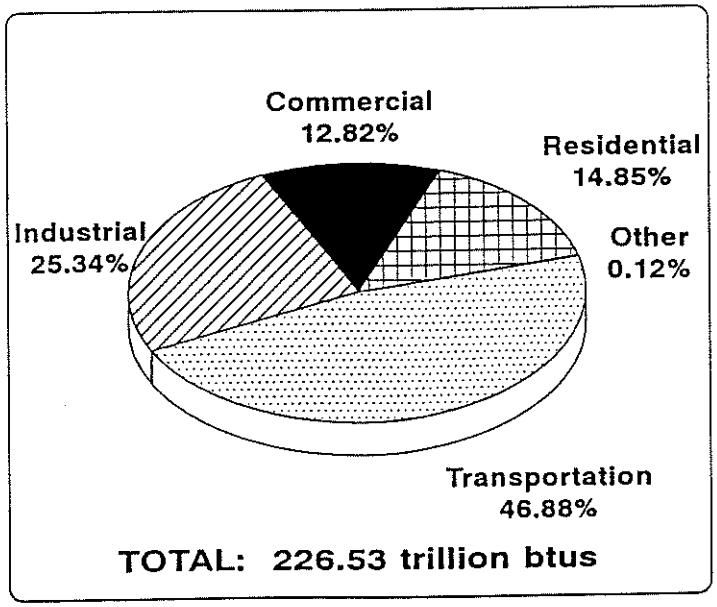


Figure 3

Idaho Energy Consumption by End Use Sector 1989



SOURCE: Draft Idaho Energy Facts, 1992 IDWR

supplied primarily from hydroelectric facilities located both in-state and out-of-state. These facilities are owned and operated by the federal government, private and municipal utilities and non-utility co-generators. Approximately 98% of the electricity generated in the state is generated by three large private utilities and the federal facilities. Most of the electric generation (97%) in the state is from hydro-facilities. These energy resources also require carefully prepared procedures to insure an adequate supply is available in the event of an energy emergency. Idaho's primary energy consumption end use sectors during 1989 included: industrial (25%), transportation (47%), residential (15%) and commercial (13%) (Figure 3). Figure 4 reflects the state's total levels of energy consumption during 1989 and their end use sectors for petroleum, electricity, and natural gas. Electricity is consumed in almost equal levels among commercial, residential and industrial users while natural gas use is primarily consumed by commercial and industrial users. Nearly three-fourths of the petroleum consumed in the state is through transportation uses.

This Plan presents energy contingency procedures and programs for all three of these principal sources of energy consumed in the state. All or a selection of these activities may be enacted in the State of Idaho during an energy shortfall or emergency declaration situation.

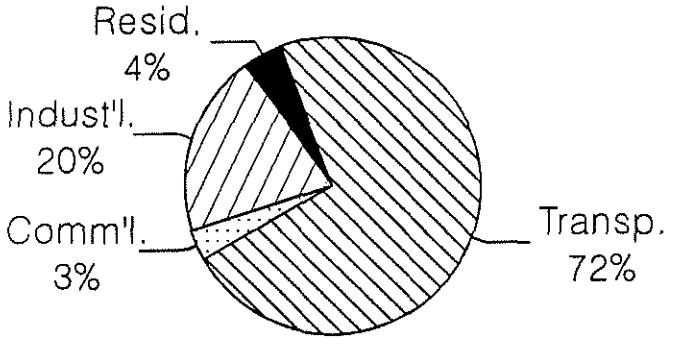
1.2 Guiding Principles of the Plan

If demand for an energy source exceeds supply and/or if disruption in supply distribution occurs, the State government's basic authority as protector of the citizen's health, safety and welfare shall be exercised. Development of the Plan was guided by the principle that the market is the best method of allocation for an energy resource during a non-crisis or crisis situation. The most effective measure for dealing with any energy shortfall are those which complement rather than hinder the working market. Contingency planning in both the public and private sectors is necessary in order to weather any shortage without serious disruptions to local and state economy and lifestyle. In cooperation with other public institutions and the private sector, the State's primary goals in managing an energy shortage crisis shall be:

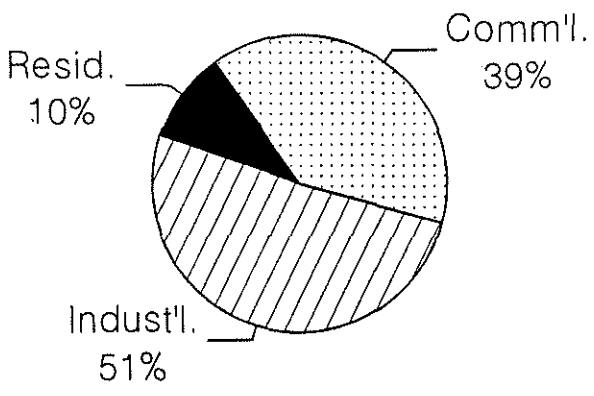
- To be prepared to quickly and effectively respond to specific energy shortage conditions and restore equilibrium of supply as expeditiously as possible.

Figure 4

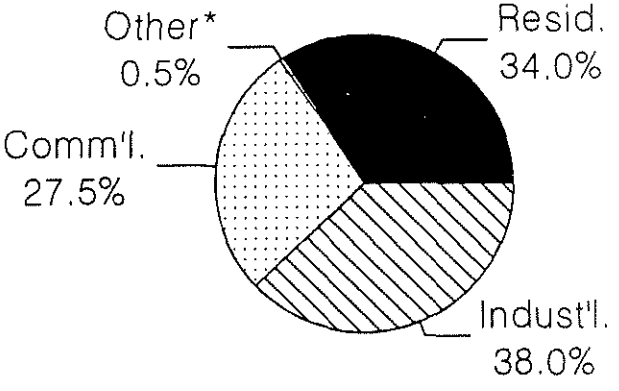
Idaho Petroleum, Natural Gas & Electricity Consumption by End Use Sectors (1989)



Petroleum[1]



Natural Gas[2]



Electricity[3]

*Other includes sales to other public authorities, lighting and interdepartmental sales.

[1] 1989 TOTAL barrels 21,609,000
[2] 1990 TOTAL therms 172,847,994
[3] 1989 TOTAL MWH 16,849,916

SOURCE: Draft Idaho Energy Facts, 1992 IDWR

- To prepare specific responses designed to restrain demand and manage energy supplies that rely primarily on the voluntary participation of all segments of the population.
- To gather and analyze energy information for decision makers and timely dissemination of accurate information to the public.
- To provide mechanisms to augment reduced mobility during a crisis, especially in the area of commuter transportation.
- To recognize the need for equitable distribution of the burden of energy supply shortfalls so as not to place hardships on certain groups, regions and business operations. If the magnitude of a crisis necessitates prohibition of certain uses of energy, all efforts shall be made to identify those uses prior to a crisis and prepare means to lessen the burden.
- To be prepared to develop timely and accurate energy information for various segments of the economy.
- Assist in the establishment of appropriate legal authority to direct and respond to energy shortfalls at all levels.
- To recognize the need to adequately inform the public of the nature, extent and duration of an energy emergency in order to gain public response acceptance and cooperation.
- To solicit and obtain government, business and public participation in Plan development and implementation and to take responsibility in a designated chain of command to respond in crisis situations.
- To expand public awareness of Idaho's dependence on out-of-state petroleum supplies and strengthen consultation and coordination with petroleum suppliers and adjoining states on emergency preparedness.

1.3 Characteristics of an Energy Emergency

Experience has shown that both state and national energy supply emergencies can occur either with or without warning at any time. Fundamentally, an energy supply "crisis" is a temporary imbalance between the amount of energy available and the demand for it at the prevailing price. A crisis may result due to:

a. An oil embargo,

b. A drop in supplies (including reserves) due to international disturbances, natural disasters or strikes,

c. Unexpected and severe weather fluctuations (such as long-lasting low temperatures), or

d. A disruption of energy distribution or generation facilities.

The magnitude and duration of the energy "crisis" will always be partially dependent upon the basic cause of supply imbalance; however, the public's ability (or lack of it) to respond can seriously affect the situation. Experience nationwide during the 1973-74 Arab oil embargo, the 1979 energy shortage and the 1991 Iraq/Kuwait anticipated shortage indicates that the "crisis" tended not to be long lasting as people adjusted to price increases and reduced consumption either because of the adjusted prices or inconvenience of obtaining energy supplies.

During the first two periods, when actual shortages occurred, energy prices were controlled and the nation was able to adjust to recognizing the tenuous nature of our dependence on foreign supplies. During the 1991 crisis, although petroleum prices increased dramatically, they were market driven and were based upon a perceived future shortfall. The threat of sudden shortages of gasoline and other petroleum products has been a fact of life in the United States and other importing nations, and will probably remain as long as we and others continue to rely on unstable foreign sources of crude oil. U.S. imports of petroleum continue to increase despite conservation efforts and efforts to stimulate domestic energy production. In 1991 U.S. imports of petroleum exceeded 50% of U.S. supply. Contingency planning for future "crises" must not only take into account responses to these types of situations, but also to ones of longer duration and greater magnitude.

In order to prepare for the management of energy supply disruption and ease the transition to a supply equilibrium as quickly and equitably as possible, development of Idaho's Plan is designed to respond to energy shortages of all conceivable magnitudes.

1.4 Legislative Background for the Plan

The Plan presented herein has been prepared in concert with the "State Disaster Preparedness Act" and other related legislation.

The "State Disaster Preparedness Act," passed in 1975, addresses itself to a much broader scope of possible emergencies and disasters. The act created a state Bureau of Disaster Services in the Idaho Division of Military (IDOM-BDS) under the Office of the Governor and gave the Bureau general disaster relief and emergency preparedness responsibilities for the state. The Bureau is also charged with the coordination of local disaster assistance plans developed by local units of government. The Governor is given the power to activate plans developed under the Act by a proclamation or executive order declaring a state of disaster emergency for either a present or imminent disaster. The Governor is also provided with a broad scope of powers during a disaster to regulate transportation, commerce and services as well as being the Commander-in-Chief of disaster recovery options.

The act defines both "emergency" and "disaster" as occurrences that either have or may happen resulting in a threat to life and property from either natural or man-made causes. The definitions provided in the act provide examples of disaster and emergency situations such as "fire, flood, earthquake, windstorm, wave action, volcanic activity, explosion, riot . . ." but the act states that they are not limited to those specific situations. The definitions do not make specific reference to shortages of fuels caused by severe weather conditions, disruptions of the transportation system or reduction of supply sources.

The Plan was prepared in part, in response to this act and the Governor's Executive Order 91-19. Petroleum shortfall operations under the Plan are divided into a "verification phase," "pre-emergency phase," "emergency phase" and a "post emergency phase." Assignments are given to various state agencies for each phase of the Plan depending upon various aspects of the energy emergency. The emergency phase provisions of the petroleum component are put into effect upon either a Presidential or Gubernatorial declaration of a disaster-related petroleum emergency where lives may be threatened. Should the President declare an emergency the Federal Emergency Response Plan may be activated and have regional or national impacts on energy consumption and conservation or curtailment programs. Pursuant to the State Disaster Preparedness Act, on August 12, 1977, the Governor promulgated Executive Order 79-5 assigning specific emergency response responsibilities to specific agencies of state government. That Executive Order and subsequent orders (most

recent 91-19) somewhat enlarged the emergency definitions with the inclusion of "drought, other catastrophes and other emergencies that might conceivably confront the state."

All state agencies whether or not expressly identified in the order are assigned the responsibility to "develop and maintain disaster/emergency operations plans." The appointment of an agency disaster coordinator is also required by the order and in the event of an emergency/disaster each agency is required to make its personnel, resources and facilities available for essential uses.

In the event of natural gas or electricity emergencies, the Idaho Public Utilities Commission has authority under Idaho Code § 61-531 through 61-537 to direct utilities to initiate contingency curtailment activities. The IPUC has approved individual utility curtailment plans and has filed them with the Bureau of Disaster Services as required under Executive Order 91-19.

1.5 Purpose of the Plan

The purpose of the Plan is to provide for timely and coordinated notification to state and local government agencies, businesses, institutions, the media and the residents in the event of energy deficiencies of short- or long-run duration, or total cut-off and to define appropriate actions to be taken.

The Energy Emergency Contingency Plan is divided into four phases for responding to any petroleum related energy shortfall. The magnitude of the energy shortfall and other related factors determine which phase the State may be in at any one time. The petroleum response phases and plan implementation activities associated with each are discussed under Section IV of the Plan.

II. STATUTORY BASIS FOR ENERGY ADMINISTRATION AND MANAGEMENT IN ENERGY EMERGENCIES

2.1 Idaho

Energy planning, policy and coordination functions for non-regulated fuel in the State of Idaho are placed within the Energy Division of the Idaho Department of Water Resources by Executive Order No. 88-2, issued June 4, 1988. It states in part for the Department to: "Prepare and, as necessary, implement contingency plans for the conservation and allocation of non-state-regulated energy supplies during periods of shortages and supply interruptions."

The State Disaster Preparedness Act (SDPA) also provides certain gubernatorial energy emergency powers with regard to the Emergency Energy Conservation Act of 1979 (EECA, 42 U.S.C. § 8501 et seq.).

Idaho Public Utilities Commission has the authority to plan for curtailment of electric or natural gas consumption. Section 61-531 of "Plan for Curtailment of Electric or Gas Consumption," states that IPUC ". . . shall forthwith direct and require all suppliers of electric power and energy, or natural or manufactured gas, . . to file with the commission . . . a plan for the curtailment of electric or gas consumption during an emergency." (1975, Ch. 238 § 1 p. 646.)

In the event the President of the United States declares a national energy emergency under the Emergency Energy Conservation Act of 1979, § 212, 42 U.S.C. § 8512 (Supp. III, 1979), and the Governor of the State of Idaho declares an energy emergency, under the State Disaster Preparedness Act (SDPA), the Petroleum Energy Emergency Advisory Task Force would be organized and called into service by IDWR. These task forces could already be in service under a state pre-emergency situation should that plan phase be activated by IDWR. The pertinent State of Idaho statutes governing an energy emergency are as follows:

- Idaho Code Sections 61-401, 61-404, 61-405, 61-406, 61-501, 61-502, 61-507, 61-508, 61-520, 61-521, 61-531 through 61-537, 61-612, 61-614, 61-625, and all provisions of Chapter 7 of Title 21 of the Idaho Code.

2.2 Federal Government

Since 1973, there have been a number of Federal laws governing petroleum allocations and energy emergency planning. These laws provided emergency powers and standby energy authorities to the Federal Government in the event of an energy emergency and regulated the reallocation of petroleum products in a supply shortage. The Energy Emergency Conservation Act of 1979, providing funding for states to develop energy emergency plans, expired in 1984. During the last decade, petroleum pricing and supply management were decontrolled and many of these authorities and laws were rescinded or allowed to expire. With the expiration of Federal standby energy authorities on June 30, 1990, these laws have all expired. Currently DOE's State Energy Conservation Program rules allow the use of Federal or associated PVE funds for emergency planning. The passage of State Energy Efficiency Programs Improvement Act of 1990 mandates the state to submit to DOE as part of its Annual State Plan, an Energy Emergency Plan as a contingency against an energy supply disruption. Other federal energy emergency legislation deals with the Strategic Petroleum Reserve and its use.

Idaho's Energy Emergency Contingency Plan corresponds to the federal government's energy emergency policy. The federal government's energy emergency policy is essentially to ensure that the United States has an adequate supply of energy at a reasonable cost. In support of this policy, the energy emergency preparedness program of the U.S. Department of Energy is directed toward reducing our vulnerability to energy supply disruptions and enhancing our ability to respond should a disruption occur. DOE's responsibilities involve operations in both the domestic and international spheres. Only the domestic operations affect the states directly.

Reliance on the Market System

Current policy of the federal government is to rely on the market to resolve disruptions of crude oil supply. A lesson learned from the 1970s is that the price controls then in effect only exacerbated the shortages. The market would be supplemented, if necessary, by other measures that complement its functioning. The two principal measures discussed here are the Strategic Petroleum Reserve and liaison with state governments.

The Strategic Petroleum Reserve

The Strategic Petroleum Reserve (SPR) is the "main" tool which will be used by the federal government in the event of a severe disruption of petroleum supplies. The SPR was authorized by Congress in the Energy Policy and Conservation Act of 1975. This legislation provided for the establishment of a reserve of up to one billion barrels of crude oil and/or petroleum products for the purpose of reducing the impact of disruptions in petroleum supplies and to carry out the obligations of the United States under the International Energy Program.

The current goal for the reserve is 750 million barrels. It now contains 573 million barrels, which at present rates of consumption would last about 81 days.

The President decides when to use the SPR and at what rate. Most of the oil would be distributed by sale through competitive bidding to the highest bidders. Buyers are responsible for transporting purchases of crude oil from the storage site. During the Gulf crisis in 1990/1991, the President authorized the release of 33.75 million barrels of oil from the SPR. A summary of the schedule and procedures for release of oil from the SPR by the Department of Energy is shown in Figure 5.

Federal-State Cooperation

The State and Local Liaison Program within DOE's Office of Energy Emergencies is a major means of heightening federal-state cooperation. DOE also provides an electronic mail system and data service which are used by the states on a regular basis as well as being available during energy emergencies.

State and Local Liaison Program

Since 1987, the Office of Energy Emergencies has revitalized and strengthened its state and local liaison program. Since 1988, the Department has conducted a series of annual regional emergency preparedness seminars to enhance communication and cooperation with state and industry emergency planners was initiated.

DIALCOM

A computerized communications system, DIALCOM, was established by the Department of Energy in 1981. The DIALCOM system links DOE, states, and other users. DIALCOM can be used by DOE to provide

Figure 5

SPR RELEASE SCHEDULE-DOE

Day	Action
0	President declares emergency
3	DOE issues Notice of Sale
10	Offers due from bidders
13	Notification of apparent successful bidders
18	Notification of awards
13-23	Vessel schedule data required
23-38	Detailed vessel schedules set
33-43	First delivery period

Source: National Petroleum Council, Petroleum Storage and Transportation, vol. 4, Petroleum Inventories and Storage (Washington, D.C., 1989), d-23.

current energy supply forecasts and policy decisions to the states as well as to survey nationwide energy supply conditions.

Energy Information Administration

The Energy Information Administration of DOE provides data on energy sources, reserves, production, distribution, and consumption. These data are useful in establishing baseline information to serve as a point of reference during an energy emergency. In addition to printed material, data can be retrieved electronically.

Public Information Program

Providing timely, consistent information to the public is one of the most important components of management of any energy emergency. DOE's public information program plan is designed to establish a two-way flow of information among affected parties. The plan identifies target audiences such as Congress, state and local governments, industry and business leaders, news media and consumers. It also identifies a series of actions which the federal government could advocate to the public to reduce energy demand.

III. ENERGY SHORTAGE MANAGEMENT: ORGANIZATION AND RESPONSIBILITIES

3.1 Organization

The structure of the organization and responsible state support agencies under an energy shortage management in Idaho is shown in Figure 1.

As shown in Figure 1, the management structure contains a total of eleven (11) state legal and management entities structured in the following four levels:

1) The Governor's office;

2) The two entities that are responsible for conducting, planning and management of energy resources during normal operating procedures:

   a) IDWR (for petroleum); and

   b) IPUC (for natural gas and electricity)

   In the event of an energy emergency declaration by the Governor, IDWR will be assisted by its Petroleum Energy Emergency Advisory Task Force to guide response activities. The initial make up of this Task Force is shown in Figure 6.

3) The Petroleum Emergency Advisory Task Force may be activated in the event the Governor declares an energy emergency or the task force may be activated by IDWR if and when conditions warrant in the verification or pre-emergency phases of an energy shortfall. The IPUC will take any necessary actions, under a natural gas or electricity shortfall or emergency situation, to direct the regulated utilities towards implementing their approved curtailment plans.

4) The eleven "core" entities shown in Figure 7 of the State of Idaho's government (ten Departments and the Idaho Division of Military - Bureau of Disaster Services - IDOM-BDS) will undertake the energy shortage support functions under the direction of the IDWR.

3.2 Responsibilities

The main responsibilities, in the event of an energy emergency declaration, for the various legal and management entities (Figure 7), are as follows:

Figure 6

IDAHO PETROLEUM EMERGENCY ADVISORY TASK FORCE[1/]

Department of Water Resources-Energy Division (Chair)

Office of the Governor

Idaho Public Utilities Commission

Department of Transportation

Department of Law Enforcement

Division of Military-Bureau of Disaster Services

Department of Agriculture

Department of Revenue and Taxation

Idaho Petroleum Council

Chevron Pipeline Company

Yellowstone Pipeline Company

[1/]Appointees serve in advisory capacity to IDWR on energy shortages or emergencies. Includes "core" organizations only. Other representatives will be included, as appropriate.

Figure 7

STATE ENERGY EMERGENCY SUPPORT AGENCIES[1]

IDWR - Idaho Department of Water Resources (Lead Agency)

IPUC - Idaho Public Utilities Commission (Lead Agency)

ITD - Idaho Transportation Department

IDOC - Idaho Department of Commerce

IDOA - Idaho Department of Agriculture

IDOA-PW - Idaho Department of Administration-Public Works Division

IDOE - Idaho Department of Employment

IDRT - Idaho Department of Revenue and Taxation

IDLE - Idaho Department of Law Enforcement

IDOM-BDS - Idaho Division of Military/Bureau of Disaster Services

IDHW - Idaho Department of Health and Welfare

[1]Other agencies may be directed, by the Governor or IDWR/IPUC, to serve as part of this core group.

3.2.1 Office of the Governor

Ultimate authority in any state emergency is vested in the Governor of Idaho.

The Governor, acting in accordance with the appropriate laws of the State of Idaho, primarily the Idaho Disaster Preparedness Act of 1975, as amended, and Public Law 93-288, as amended by P.L. 100-707, declares energy emergencies. The Office of the Governor may issue voluntary energy conservation appeals through IDWR in minor petroleum energy shortfalls, and mandatory energy conservation directive regulations under emergency declarations. The Governor's Office also rescinds mandatory energy programs by declaring an end to the emergency declaration in coordination with the BDS, IDWR and other responsible State agencies. The Office of the Governor directs the emergency activities of IDWR and maintains close and continuous communications with all State of Idaho and U.S. Government agencies during an energy emergency.

3.2.2 Idaho Department of Water Resources, Energy Division (IDWR)

IDWR is responsible for the organization of an in-house Energy Emergency Management Team (Team) for Petroleum Contingency Management. The Team will provide support staff to the Department's Petroleum Emergency Advisory Task Force and aid in implementing various plan contingency activities. This Team will be staffed from IDWR personnel. IDWR is responsible for guiding the implementation of the voluntary and mandatory curtailment programs during petroleum energy emergencies. Petroleum contingency plan activities are outlined for each response phase under Figures 8 and 9.

3.2.3 Idaho Public Utilities Commission (IPUC)

IPUC is responsible for the organization of an in-house management team(s) for electricity and natural gas emergency management.

IPUC directs electricity and gas utility curtailment programs during any energy shortfall or emergency. Load reduction activities will be implemented as defined under IPUC's approved electric and gas utility contingency plans.

3.2.4 Petroleum Emergency Advisory Task Force

A petroleum emergency advisory task force will be established by IDWR. The task force is expected to be called into use during any pre-emergency phase. (Figure 6)

Figure 8

PETROLEUM SHORTAGE VERIFICATION AND PRE-EMERGENCY PHASE ACTIVITIES

Verification Phase Activities

- Monitor petroleum stocks, consumption patterns, and prices. (IDWR,ITD,IDRT)
- Convene meeting of representatives of state petroleum suppliers and distributors, and affected users of the fuels in short supply to assess the causes, possible duration, and geographic extent of the shortage and the steps that providers can take to alleviate or avert a shortage. (IDWR,ITD)
- Prepare to implement public information programs for voluntary rideshare, public transit use and modified work pattern programs. (IDWR,ITD)
- Prepare state government pre-emergency conservation programs including employee carpooling, modified work patterns and ridesharing and agency consumption reduction target levels. (IDWR,ITD)
- Prepare to issue public information and appeals for voluntary fuel conservation efforts, adherence to highway speed limits, encourage fuel switching and use of private petroleum stocks. (IDWR,ITD,IDLE)
- Coordinate with state agencies to develop individual energy conservation plans. (IDWR)

Pre-Emergency Phase Activities

- Increase monitoring and analysis of petroleum stocks, deliveries, consumption patterns and prices, including maintaining close contact with DOE, other states, state petroleum suppliers and distributors regarding the adequacy of available products. (IDWR,ITD,IDRT)
- Request as necessary state agencies and facilities to collect and submit petroleum consumption and conservation activity data.(IDWR,IDOA-PW,ITD)
- Prepare to implement state government pre-emergency conservation activities including carpooling, modified work patterns and ridesharing programs and track agency consumption reduction levels. (IDWR,ITD)
- Implement public petroleum conservation information program and issue public appeals for voluntary conservation activities. (IDWR,ITD)
- Issue employer appeals to assist in applying voluntary conservation efforts, adherence to speed limits, fuel switching, and use of private petroleum stocks. (IDWR,ITD)
- Initiate discussions with DOE to determine possible need for draw down of SPR if conditions warrant. (IDWR)
- Increase efforts to enforce speed limits. (ITD),(IDLE)
- Strengthen voluntary energy demand reduction activities in agriculture and related sectors as needed. (IDWR,IDOA)
- Activate the Idaho Petroleum Emergency Advisory Task Force and maintain communication. (IDWR)
- Increase coordination of conservation petroleum programs and communications with public, businesses, institutions, industry and others. (IDWR,IDOM-BDS)

Figure 9

PETROLEUM SHORTAGE EMERGENCY AND POST-EMERGENCY PHASE ACTIVITIES

Emergency Phase Activities

- Intensify analysis of petroleum stocks, deliveries, consumption patterns and price, including critical data from emergency services and hospitals. (IDWR,ITD,IDRT)
- Governor directs, as needed, the implementation of mandatory conservation programs for and reduction targets for fuel conservation by state agencies, state owned/leased facilities, and fuel switching. (Governor's Office,IDWR,IDOA-PW,)
- Implement and strict enforcement of speed limit and mandatory compliance, as needed/directed. (IDLE,ITD)
- Intensify public information program and appeals for petroleum conservation activities, especially in the transportation end-use sector. (IDWR,ITD)
- Maintain/strengthen communications with Idaho Petroleum Emergency Advisory Task Force and study *mandatory programs for recommendation* to Governor. (IDWR)
- Maintain/strengthen communications with state petroleum suppliers and distributors concerning status and availability of petroleum products. (IDWR)
- Strengthen application of voluntary conservation activities with agriculture and related industries. (IDOA,IDWR)
- *Assist local governments, employers and businesses to apply flex time programs, fuel purchase conservation* strategies and fuel purchase programs. (IDWR,ITD)
- Encourage school district restrictions on students driving to and from school. (SBOE)
- Develop and submit recommendation to DOE for use of the SPR and maintain contact and coordination with adjacent states and DOE.(IDWR,ITD)
- If conditions are sufficiently critical to warrant, the Governor directs the implementation of State petroleum fuels set-aside program, if directed/supported by Federal actions. (Governor's Office,IDWR)

Post-Emergency Phase Activities

- Governor takes any necessary action(s) to rescind any state orders concerning mandatory fuel curtailment programs. (Governor's Office)
- Administrative actions taken, as necessary, to adjust back to normal program operations. (IDWR,ITD,IDOA-PW,IDOA,IDLE)
- Continue to monitor petroleum stocks, deliveries, consumption patterns and prices, as necessary. (IDWR,ITD,IDRT)
- Inform the public of any petroleum conservation program activity rollbacks and continue voluntary appeals and programs as necessary. (IDWR,ITD)
- Conduct evaluation of program activity results after the emergency phase is concluded and amend contingency plan as needed. (IDWR)
- Recommend changes in state policy(s) and statutes(s) if necessary to manage a petroleum shortage more effectively. (IDWR)

The responsibilities of the Petroleum Emergency Advisory Task Force is to assist IDWR and all other entities in implementing petroleum emergency management activities. IDWR will request, when and where necessary, the advisory services from the task force. The activities of the task force may vary depending upon the level and type of energy emergency and will be used "as needed" by IDWR.

3.2.5 State of Idaho Departments and IDOM-BDS

Nine State of Idaho core agencies are expected to undertake energy emergency mitigation and support activities as directed by the Governor's Office and by the IDWR and/or the IPUC. The specific role and responsibility of each agency will vary. Each either has responsibility for managing or implementing a program which could provide data support, information dissemination or direct energy contingency activity application in a shortfall or emergency situation. These specific roles and responsibilities may be further defined in future energy emergency guideline development or at the first indication of a shortage. These agencies are reflected within the State's Energy Emergency Organization Chart, Figure 1 and listed in Figure 7.

The Bureau of Disaster Services serves as the state's primary agency for coordinating and integrating all of the emergency mitigation, preparedness response and recovery planning efforts for the State of Idaho. The Agency operates under the state's Military Division at the direction of the Adjutant General, and coordinates response recovery and mitigation operations of all state agencies during a natural, man-made, or energy-caused disaster. Should an emergency occur the BDS establishes and maintains an Emergency Operation Centers (EOC) for controlling and directing all emergency response operations. State agencies may be called upon to help staff the EOC for purposes of maintaining communication with local, state and federal agencies and aiding in directing emergency response plans. The EOC is operated under the direction of the Adjutant General (State Coordination Officer) with direct assistance from the BDS Coordinator.

3.3 Energy Emergency Management Activities by Energy Emergency Phase

IDWR, the state core agencies and other state, local and federal government entities are expected to perform specific designated energy emergency management activities in each of the four phases of a petroleum shortfall or emergency: 1) verification; 2) pre-emergency; 3) emergency, and 4) post-emergencies. These activities are generally outlined under Figures 8 and 9.

IV. CONCEPT OF THE ENERGY EMERGENCY CONTINGENCY PLAN

4.1 Coverage

The Plan addresses petroleum products, natural gas and electrical energy shortfalls and emergency situations. The Plan provides guidelines for the necessary steps that must be taken to monitor the ever-changing energy situations, details the responsibilities for energy emergency administration and outlines the general activities that are expected to be carried out in response to an energy shortfall or emergency. Activities may be implemented in conjunction with a natural or man-caused disaster or emergency response situation or may be applied under a specific energy shortfall scenario either by the Governor's action or the IPUC.

4.2 Petroleum Emergency Response Phases

A formal process for evaluating the severity of a petroleum emergency is essential, serving as a basis for determining the extent and duration of State of Idaho's energy emergency management actions. To respond best to the potential or the existing energy emergency, the State of Idaho's Plan is structured in four sequential phases of a petroleum energy emergency:

I. **Verification,**

II. **Pre-emergency,**

III. **Emergency,** and

IV. **Post-emergency.**

Early in the information gathering stages (verification), an attempt will be made to predict the level and duration of a petroleum shortage which will determine the level of contingency measures applied. Contingency measures will be applied in three phases of increasingly stringent actions triggered by various levels of an energy shortage.

Section III prescribed the activities to be undertaken by the IDWR and the nine State of Idaho core support agencies (including IDOM-BDS) for each of the four phases of a petroleum energy shortfall. This chapter describes salient features for each of the four phases. It also presents some general information on activities that would be

undertaken by IDWR and the agencies in addition to those reflected previously. Statistical indicators that can help identify potential and existing energy emergencies in the verification and pre-emergency phases are also presented.

This chapter also presents energy emergency management actions to be taken by the IDWR, the core agencies and other entities during an energy emergency.

4.2.1 Verification Phase

A wide range of possible events could prompt the State to activate the Verification Phase, including natural disasters such as earthquakes, fires or floods, or geo-political events such as war, acts of terrorism or political instability. Upon entering the Verification Phase for a fuel shortfall, the state's lead agency (IDWR) may activate a more formal communication network with the U.S. Department of Energy, PADD IV and V, individual state and local government agencies, private industry and/or others as needed.

The purpose of the Verification Phase is to rapidly determine the nature, extent and duration of a potential or impending petroleum energy shortage. The lead agency assesses the potential impacts of an anticipated shortage of petroleum, natural gas or electricity on energy prices and supplies and recommends further action to the Governor's office and appropriate individuals or entities.

During Verification, the lead agency initiates the necessary activities for energy supply and demand monitoring and prepares for implementation of pre-emergency response and public information programs which are necessary to manage an actual, verified energy shortfall or emergency. The lead agency also prepares to increase the frequency of emergency information gathering, monitoring and analysis activities.

The lead agency, during the Verification Phase, will use a number of statistical indicators for petroleum, natural gas and/or electricity to determine the extent of potential or existing energy shortfall. The lead agency may also recommend various voluntary energy conservation strategies for implementation by the public and others to lessen or even eliminate the effects of a potential problem. Common petroleum monitoring indicators are reflected in Figure 10.

Figure 10

PETROLEUM ENERGY SUPPLY INDICATORS[1/]

PETROLEUM INDICATORS

Primary Indicators:

- World and West Coast Crude Oil Prices
- Idaho Prices for Gasoline, Diesel Fuel and Residual Fuel Oil
- Idaho Petroleum Products Supply Balances, at Distribution Centers, Terminals, and Pipelines:
    - * Gasoline Inventories
    - * Distillate Inventories
    - * Distillate, Days of Supply

Secondary Indicators:

- World Refined Petroleum Product Prices
- PADD IV and V Crude Oil Production
- PADD IV and V Crude Oil and Product Supply Balance
- United States Crude Oil and Product Supply Balance
- World Crude Oil Production
- Petroleum Industry Labor Statistics

[1/]Idaho will utilize all readily available data to track supplies.

Petroleum Information

Thoughtful decisions about how much and what kind of data to gather need to be a part of Idaho's Energy Emergency Planning effort. More detailed data about both storage capacity and actual inventory would be of assistance in responding properly to an emergency situation. Gathering and utilizing information on petroleum supply and demand will require a basic understanding of petroleum industry activity in Idaho. During a potential energy shortage, IDWR will supplement existing data and other available information on petroleum stocks and supplies with up-to-date information provided by established contacts in the petroleum industry and DOE. Using selected petroleum supply-demand indicators listed in Figure 12, and in coordination with adjacent states, DOE, the Idaho Petroleum Advisory Task Force and other support entities, IDWR will develop and maintain an assessment of the petroleum supply situation in the verification phase. The severity of an energy emergency will be judged bydetermining the level of change between predicted demand for a source of petroleum with that available at any one time using baseline information. Figure 8 presents those verification phase activities to be undertaken by IDWR and other support agencies.

4.2.2 Pre-emergency Phase

During the petroleum pre-emergency phase, more extensive and detailed data collection, monitoring and analyses would be undertaken on the petroleum stocks, consumption patterns and prices depending upon which resource(s) may be impacted. A higher level of coordination with DOE, adjacent states, fuel supply entities, the State of Idaho core emergency management entities, and the Governor's office would be initiated. The Petroleum Emergency Advisory Task Force would be activated as necessary. Information on energy supply and demand collected during the verification phase and current data developed in the pre-emergency phase would be presented to the energy emergency task force, Governor's office, DOE, and other entities as appropriate.

Initial voluntary energy curtailment programs may be recommended by the Governor's office and the lead energy management agencies. The Governor's office would issue stronger public appeals for voluntary conservation and the necessary public information programs expanded by IDWR. Figure 8 presents various petroleum pre-emergency phase activities which are expected to be undertaken by IDWR, the core agencies and the Governor's Office.

4.2.3 Emergency Phase

During an emergency or disaster declaration, government has the basic responsibility for maintaining the health, safety and welfare of its citizens. In Idaho, as in most states, local governments, in conjunction with volunteer organizations, provide the primary emergency response services. These services are generally coordinated by local emergency service organizations with support from the state and federal governments. If necessary the Governor may declare a state of emergency to assist local governments and provide direct support.

The petroleum energy emergency phase activities of this Energy Emergency Contingency Plan commence with the Governor's declaration of an emergency situation. Additional State Emergency Plan annexes may be activated under an emergency declaration directing various state agencies to assist in responding to other needs accordingly. The type, number and specificity of petroleum emergency activities to be undertaken by IDWR, the core agencies and other state, regional or federal agencies will depend on the severity of the energy emergency and the energy resources affected. The activities may consist of increased emphasis on voluntary energy curtailment measures initiated during the pre-emergency phase, or may include mandatory energy saving directives issued by the Governor and implemented under the guidance of IDWR and other state agencies. The severity and the duration of the petroleum energy emergency will also determine whether or not emergency phase activities require participation by DOE, PADD-IV or PADD V districts, and/or other federal or regional entities. Figure 9 presents various emergency phase activities which would be undertaken by IDWR, the core State agencies and other entities if directed by the Governor's Office.

4.2.4 Post-emergency Phase

The Office of the Governor rescinds state orders concerning mandatory petroleum curtailment programs. Evaluation of the management of the energy emergency actions would be undertaken by IDWR and other entities that participated in the emergency phase. Figure 9 presents those post-emergency phase activities which are expected to be applied by key entities.

4.3 Unique Statutory Authority Aspects of the Energy Emergency

An energy emergency represents a vital resource emergency and should not be confused with a disaster type of emergency. The roles of the Governor, of the Energy Division, IDWR and of the other state agencies during an

energy emergency may differ somewhat from roles of these agencies during a disaster type of emergency which may be declared by the Governor under the Idaho Emergency Preparedness Act.

When the Governor declares an Energy Emergency, she/he shall issue the appropriate proclamation/executive orders to establish the following:

a) The Idaho Energy Emergency Contingency Plan as the administrative vehicle for the conduct of the operation.

b) Necessary orders, rules and regulations for the establishment of programs, controls, priorities, quotas, allocations or such other measures deemed necessary to meet and deal with the emergency and to control the use of energy, according to the specific energy emergency situation.

If the Governor declares an energy emergency, the Bureau of Disaster Services Emergency Operation's Center (EOC) shall be fully activated to coordinate appropriate public and private response to the energy emergency. In the event the energy emergency is the result of a natural or man-made disaster the normal disaster action of the BDS and EOC will be implemented.

A summary of the Governor's activities and powers under an emergency declaration is provided under Figure 11.

Figure 11

SUMMARY OF STATUTORY PROVISIONS FOR DISASTER EMERGENCIES

How Initiated

The Governor declares by proclamation a state of disaster indicating the nature of the disaster, the area threatened and the conditions that make possible its termination. It is filed with the Secretary of State, the Civil Defense Agency and the clerks of the local governments to which it applies.

How Terminated

The Governor declares by proclamation, the termination of the disaster emergency and associated mandatory program directives issued under the emergency situation.

Governor's Powers

- May assume direct operational control over all emergency forces and delegate duties to state agencies.
- May transfer personnel and functions of state agencies or units.
- May commandeer use of private property.
- Coordinates all significant press releases pertaining to the imminent threat or occurrence of the disaster.
- May order evacuation, prescribe routes and destinations.
- May impose mandatory programs which minimize the impact of the disaster or resource emergency.
- May request federal disaster or emergency declaration for assistance.
- May control the movement of people in and out of disaster area.
- May suspend the sale of alcohol, firearms, explosives and combustibles.
- May make provision for temporary housing, suspend zoning and health regulations.
- May make funds available from the Governor's Emergency Fund and apply for federal disaster loans or grants.
- May curtail or regulate public and private use of gasoline or other vital resources.

V. COMMUNICATION AND PUBLIC INFORMATION

A process for communicating timely and accurate information to the press and the public is essential to managing an energy emergency. Under a disaster declaration situation, including an energy-only related emergency declaration, the Bureau of Disaster Services manages public information distribution under Annex B of the State Disaster Plan. The State Emergency Operations Center (EOC) manages information transfer related to the emergency. The Governor's press secretary coordinates all press releases pertaining to the eminent threat or occurrence of the disaster with BDS.

IDWR's Energy Division will be the primary entity for disbursing accurate and timely petroleum-related information to the press, consumers, industry and other parties during other energy shortfall phases outlined under the Plan. The IDWR will undertake this task in conjunction with the Governor's office, BDS, the State's EOC and other entities as appropriate. In the case of natural gas or electric supply shortages, the IPUC and individual utilities are the lead entities which will manage communication and public information disbursement in coordination with the Governor's Office, BDS, the State's EOC, local authorities and others.

VI. EMERGENCY REDUCTION IN ENERGY DEMAND

6.1 Introduction

In the event of an energy supply shortage or disruption, a strategy for reduction in energy demand is critical to the success of the Idaho Energy Emergency Contingency Plan. The Plan establishes two broad types of demand reduction measures for petroleum, natural gas, and electricity. The first response is a public appeal for voluntary energy conservation. The second response, in the event the shortage worsens and the Governor proclaims a state of emergency, is a series of mandatory measures to further reduce energy consumption.

The appeals for the voluntary energy conservation programs for non-regulated fuels will be issued primarily by the Energy Division, IDWR, in coordination with the Governor's office. The directive for mandatory petroleum energy conservation programs will be issued by the Governor. The IPUC will issue appeals and directives for all program applications in the natural gas and electric fuels in coordination with all affected utilities.

6.2 Petroleum Demand Reduction

6.2.1 Voluntary Measures

In the event of a petroleum disruption, the state's first response is to encourage voluntary reduction in petroleum demand. Since Idaho depends on petroleum for nearly all of its transportation fuel, transportation is especially vulnerable to an oil supply disruption, making it a prime target for conservation. Consequently, IDWR and the Governor may request that commuters participate in rideshare programs or rely on public transit services where available, and that the public comply with speed limits and implement strategies reducing private automobile use. In conjunction with these public appeals for conservation, IDWR and the Governor may also request that local governments activate the public transit, rideshare, and public information components of their emergency plans, and report the results of their actions to IDWR. IDWR will be responsible for coordinating or assisting other agencies in coordinating these various voluntary programs.

In addition, IDWR will act as the central clearinghouse for all information regarding the results of the various voluntary or mandatory programs related to petroleum demand reduction. This information will be used in developing recommendations to the Governor which address either continuation of current programs or the need for further demand reduction measures.

Those voluntary demand reduction programs for petroleum fuels which the State of Idaho suggests as potentially being most effective include:

- Rideshare Programs
- Mass Transit
- Changes in Work Pattern

Rideshare Programs

IDWR and ITD will contact major transport companies in the state regarding the initiation of their rideshare programs under pre-emergency and emergency phases. This program would be a cooperative effort among state, regional, and local governments and private organizations, providing information on carpools, vanpools, and, in some cases, public transit services. Planning and program implementation for the operation of rideshare programs during a verification, pre-emergency and or emergency petroleum shortfall condition will occur primarily at the local level. Local planning and implementation for such programs generally falls into two categories: large and small. This is based upon funding availability, area served and other service-related factors. Large rideshare service providers are encouraged to have formal emergency plans which outline their response to both energy and transit-related emergencies. Smaller rideshare services may have procedures for responding to national and local transportation emergencies, but they are usually less formalized.

IDWR's Energy Division in cooperation with the Idaho Department of Transportation and local rideshare program coordinators may need to develop other ridesharing program activities which would be suggested to responsible implementing authorities to further reduce petroleum fuel demand.

Mass Transit

During a petroleum shortage, IDWR's Energy Division, along with ITD, city and county officials, and transit authorities will encourage greater use of mass transit facilities by the public. IDWR and ITD will maintain regular contact with the transit authorities in the state to act as liaison in the collection and dissemination of ridership information. IDWR may also recommend measures for encouraging ridership and improving service to transit authorities in cooperation with federal, state and local governments.

Changes in Work Patterns

IDWR's Energy Division, in cooperation with state and local governments, business and industry will encourage greater use of flexible work hours, telecommuting, and teleconferencing and fuel switching for fuel demand reduction and reduction in traffic congestion during an energy shortage. These programs can be instituted for ongoing cumulative transportation energy savings, or developed, held ready, and brought on line quickly in the event of any petroleum shortage. These changes in work patterns are discussed below.

a) Flexible Work Schedules

IDWR will encourage use of flexible work schedules as a traffic reduction program. This program allows employees to stagger their commute hours, while still working during core hours, usually from 10:00 a.m. to 2:00 p.m. This program reduces peak hour traffic congestion, improving fuel efficiency.

b) Telecommuting

IDWR will encourage telecommuting where feasible as a means of reducing transportation fuel use. Telecommuting allows employees to work independent of their employer's location, using their homes or neighborhood offices close to their homes, consequently reducing or eliminating the need to commute.

c) Teleconferencing

Teleconferencing will be encouraged where feasible as a substitute for business trips to meetings and conferences, especially by public agencies. State agencies may be directed to establish limits on employees sent to conferences and the use of teleconferencing whenever possible. IDWR will work with other state agencies to encourage the application as needed.

Fuel Switching Options

IDWR will encourage, where feasible, switching from gasoline to non-petroleum fuels to reduce the demand for petroleum in the transportation sector during an emergency phase. The automotive industry is pursuing development of fuel flexible vehicles which can operate on any mixture of alcohol fuels and gasoline, and dual fuel vehicles which can switch between petroleum and alternate fuels such as compressed natural gas or propane. Use of these fuels will be encouraged when and where feasible.

IDWR will evaluate the option of oxygenate blending as another potential strategy to reduce consumption of petroleum-based fuels during an oil shortage. Relatively small amounts of oxygenates, 10 percent or less, such as ethanol, ethyl tertiary butyl ether (ETBE), methanol or methyl tertiary butyl ether (MTBE), can be blended with existing stocks of gasoline to extend the total volume of fuel available for automobiles. Potential fuel compatibility problems in current vehicle populations are minimized by keeping the total oxygenate content of the fuel low.

6.2.2 Mandatory Measures

If the petroleum shortage worsens to an emergency phase level, the Governor may, in conjunction with a proclaimed state of emergency, or with support from the Petroleum Emergency Advisory Task Force direct the implementation of mandatory demand reduction programs.

State Government Programs

With the declaration of a petroleum fuel emergency the Governor may direct state agencies to reduce petroleum consumption by predetermined target levels. Reduction targets will be determined based on the perceived level of shortfall.

Speed Limit Modification

The State Departments' of Transportation and Law Enforcement will institute a stepped-up program to enforce the posted highway speed limits on state and federal systems. The agencies will also increase their public awareness programs to a higher level from that applied under the pre-emergency shortfall phase to promote compliance with posted highway speed limits. Further reduction of speed limits on state highways, to conserve fuel, will be implemented as necessary.

6.3 Natural Gas Demand Reduction

All of the natural gas used in the state is imported through major pipelines. Natural gas use is concentrated in the major urbanized areas in northern, southern and eastern Idaho and is used primarily by commercial and industrial customers (Figure 4). In the event of a natural gas shortfall various voluntary or mandatory demand reduction activities may be applied by individual utilities under the guidance of the IPUC. The IPUC has approved natural gas curtailment plans for both of the regulated gas utilities operating within the state. Each of the plans will be implemented by the utilities when directed by the Commission. Coordination with the State's Emergency Operations Center will be the responsibility of the IPUC.

6.4 Electricity Demand Reduction

To meet the electric demands of their customers, electric utilities require resources such as hydroelectric, nuclear, and fossil-fueled power plants capable of generating sufficient energy to meet consumer demand. They also need transmission and distribution systems adequate to deliver generated power.

Although utilities perform a considerable amount of planning to insure these needs are met, the potential for an energy shortage still exists.

Under the guidance of the IPUC, the state's electric utilities are responsible for emergency reduction in electricity demand in order to maintain the integrity of their systems.

Two types of operational shortages may occur:

1) Short-term shortages that arise as a direct result of a discrete emergency, or

2) Protracted energy shortages that arise as a result of utilities being unable to fully utilize existing resources to serve forecasted load or unanticipated load growth, which outstrips their ability to provide adequate supplies.

Typically utilities are able to handle short-term shortages on their own. The concern for protracted shortages, although infrequent to date, has caused the region's utilities in northwest states to more recently initiate additional contingency planning efforts.

The individual utilities' energy curtailment plans outline load reduction activities which will be placed into action by the respective utility or utilities at the direction of the IPUC under any major electrical energy shortfall or emergency declaration. The plans include both voluntary and mandatory curtailment components for all customers depending upon the magnitude of the shortfall. The IPUC has a staff representative as the Commission's disaster coordinator for purposes of maintaining close communication with the State's Bureau of Disaster Services and the Emergency Operation Center on both electric and natural gas fuel emergencies.

VII. PETROLEUM FUELS SET-ASIDE PROGRAM

The current policy of the federal government and the State of Idaho is to rely as much as possible on the market to resolve disruption of crude oil supply. This policy was applied during the Persian Gulf crisis in 1990. The federal government will also use the Strategic Petroleum Reserve (SPR) in the event of a severe disruption of petroleum supplies.

In spite of these measures, if the energy emergency results in severe hardships to the population, the President of the United States, with congressional approval, may implement a petroleum set-aside program and direct the DOE to establish state programs. If directed by DOE, under instructions from the President, the Governor may issue regulations for a State Petroleum Set-Aside Program to be implemented by IDWR. This program would generally allocate reserved petroleum products to the consumers in accordance with specific regulations. The general components of the program would be developed by IDWR in concert with DOE programs, rules and regulations.